

Message Text

PAGE 01 BONN 09237 01 OF 02 272142 Z

71

ACTION EB-11

INFO OCT-01 EUR-25 ADP-00 CAB-09 CIAE-00 COME-00 DODE-00

INR-10 NSAE-00 RSC-01 FAA-00 DOTE-00 PM-07 NSC-10

SS-15 L-03 RSR-01 /093 W

----- 068243

R 1713 Z JUN 73

FM AMEMBASSY BONN
TO SECSTATE WASHDC 5966
INFO AMCONSUL BREMEN
AMCONSUL DUESSELDORF
AMCONSUL HAMBURG
ANCONSUL STUTTGART
AMCONSUL FRANKFURT
AMCONUSL MUNICH
USBER BERLIN 2517
AMEMBASSY LONDON
AMEMBASSY PARIS
FAA BRUSSELS

LIMITED OFFICIAL USE SECTION 1 OF 2 BONN 9237

EO 11652: N/A

TAGS: ETRN GW

SUBJECT: CIVAIR- CHARTER TRAFFIC RESTRICTIONS

REF (A) BONN 8609; (B) STATE 116521; (C) BONN 8466

1. SUMMARY: AFTER ALMOST FOUR WEEKS OF AIR TRAFFIC CONTROL SLOW-DOWN IN THE FRG, THERE IS NO INDICATION YET HOW AND WHEN THE SITUATION WILL BE RESOLVED. SO FAR, THE EMBASSY HAS NOT RECEIVED ANY REACTION TO ITS REPRESENTATIONS AT THE FONOFF REPORTED IN REF(A), ALTHOUGH A FONOFF OFFICIAL CONCERNED HAS SAID THAT WE WILL BE RECEIVING COMMENTS, PERHAPS IN A FEW DAYS. THE EMBASSY IS FOLLOWING UP ITS REPRESENTATIONS WITH A LETTER TO DR. REHM, DIRECTOR GENERAL OF CIVIL AERONAUTICS, WHO IS REPORTING DIRECTLY TO FEDERAL TRANSPORT MINISTER LAURITZEN IN THIS MATTER. A COPY

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PAGE 02 BONN 09237 01 OF 02 272142 Z

OF THE LETTER WILL BE AIRPOUCHED. ACTION REQUESTED: THE DEPARTMENTS' CONCURRENCE, IN VIEW OF CIRCUMSTANCES DETAILED BELOW, IN DELAYING FURTHER REPRESENTATIONS TO THE FRG FOR THE PRESENT. END SUMMARY.

2. SINCE THE EMBASSY SENT REFTEL (C) THE AIR TRANSPORT SYSTEM IN THE FRG HAS BEEN SO HARD HIT THAT WE ARE NOT SURPRISED AT THE LESS THAN FORTHCOMING FRG RESPONSE TO OUR REPRESENTATIONS. THE SITUATION HAS DETERIORATED TO SUCH A POINT THAT IT HAS BECOME DIFFICULT TO SEE WHAT DRASTIC STEPS COULD BE TAKEN BY THE FRG TO ASSERT THE PRINCIPLE OF EQUALITY OF OPERATIONS AT ALL AIRPORTS AND YET MAINTAIN TRAFFIC TO THE DEGREE STILL IN EXISTENCE.

3. THE EMBASSY CONTINUES TO MAINTAIN ALMOST DAILY CONTACT WITH US CARRIER REPS. ON THE BASIS OF INFORMATION FROM THEM AND OTHER SOURCES IT APPEARS THAT ALTHOUGH THE LANGUAGE OF THE NOTAL (REFTEL C) WOULD APPEAR TO ESTABLISH PREFERENTIAL TREATMENT OF GERMAN VERSUS FOREIGN CARRIERS, THE ACTUAL SITUATION IS BY NO MEANS BLACK AND WHITE. LUFTHANSA (DLH) FOR INSTANCE, WHICH APPEARED TO BE EXEMPTED FROM RESTRICTIONS, IS HARD HIT BY THE ATC SLOW- DOWN. THE CARRIER REPORTS LOSSES OF DM 30 MILLION FOR THE FIRST TWO WEEKS AND CONTINUING LOSSES OF DM 1.5 TO 2.5 MILLION PER DAY. UNDER ITS VOLUNTARILY REDUCED SCHEDULES, DLH THROUGH JUNE 20 HAD TO CANCEL 1249 PASSENGER FLIGHTS AND, IN CONNECTION WITH REMAINING OPERATIONS, RECORDED A TOTAL OF 2830 HOURS OF DELAYS (HOLDING ON THE GROUND AND IN THE IAR). IN ADDITION, AN AVERAGE OF TEN CARGO AND MAIL FLIGHTS PER NIGHT HAVE HAD TO BE CANCELLED.

4. ON THE OTHER HAND, ALLIED REQUESTS THAT PRIORITY BE GIVEN TO THE BERLIN AIR SERVICES HAVE BEEN HEeded. OUR STATISTICS ON BERLIN TRAFFIC DELAYS CONFIRM THAT PAA AND BEA BERLIN OPERATIONS INCLUDING CHARTERS TO FRG DESTINATIONS ARE GETTING PREFERENTIAL TREATMENT IN ATC HANDLING TO THE EXENET TECHNICALLY FEASIBLE. THIS HAS BEEN CONFIRMED BY PAA OPERATIONS. (UNFORTUNATELY, THE NUMBER OF NO- SHOW PASSENGERS ON THE BERLIN SERVICES HAS BEEN INCREASING DURING THE PAST TEN DAYS SIMPLY BECAUSE PEOPLE ON SHORT HAUL RUNS ARE UNDER THE IMPRESSION THAT DAILY NEWS REPORTS ON MAXIMUM DELAYS ARE APPLICABLE TO ALL SERVICES.)

5. EMBASSY ALSO RECOGNIZES THAT US MILITARY AIRCRAFT TRAFFIC INTO AND OUT OF FRANKFURT, NOTABLY IN CONNECTION WITH EXERCISES, HAS BEEN RECEIVING HIGHEST PRIORITY. THIS RESULTED IN INDIVIDUAL LIMITED OFFICIAL USE
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PAGE 03 BONN 09237 01 OF 02 272142 Z

DELAYS UP TO FOUR HOURS FOR ALL FRG COMMERCIAL TRAFFIC AT THE COUNTRY'S BUSIEST AIRPORT DURING SUCH AN EXERCISE PERIOD LAST WEEK.

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PAGE 01 BONN 09237 02 OF 02 272154 Z

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LIMITED OFFICIAL USE SECTION 2 OF 2 BONN 9237

6. ALTHOUGH US CARRIERS REACTED SHARPLY TO THE NOTAM, AS DID THE EMBASSY, THEY HAVE ALSO ADOPTED A PRAGMATIC ATTITUDE WHICH APPEARS TO BE THE MOST SENSIBLE APPRAOCH UNDER THE CIRCUMSTANCES. THE SCHEDULE CARRIERS, PRIMARILY TWA, CONTINUE TO PROTEST THE DISCRIMINATORY ASPECTS OF THE NOTAM. BOTH SCHEDULED CARRIERS AND SUPPLEMENTALS, HOWEVER, ARE FILING FOR TRAFFIC CLEARANCES TO COLOGNE INSTEAD OF FRANKFURT (DUESSELDORF IS OF VERY MINOR IMPORTANCE TO THE NORTH ATLANTIC CHARTER TRAFFIC). US SUPPLEMENTAL REPS (ONA, STAURN, TIA) HAVE TOLD THE EMBASSY THAT MOST OF THEIR FLIGHTS FOR THE SUMMER ARE BEING OPERATED AS CLEARED UNDER FILINGS MADE PRIOR TO THE NOTAM. SUBSEQUENT FILINGS, WHICH AVERAGE ABOUT 12 ONE- WAY FLIGHTS PER CARRIER THROUGH JULY 15, ARE PRIMARILY LATE SALES. ALL CARRIERS ARE NOW CONCENTRATING ON COLOGNE BECASUE USE OF THIS AIRPORT PERMITS THEM IN MOST CASES TO MAINTAIN AT LEAST THEIR OPERATING SCHEDULES WITH RESPECT TO AIRCRAFT TURN- AROUND TIME.

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PAGE 02 BONN 09237 02 OF 02 272154 Z

WHILE THEY DO NOT LIKE THE EXTRA COST OF BUSSING PASSENGERS TO FRANKFURT THE LATTER APPEARS TO BE THE LEAST OF OTHER EVILS.

7. A RELIABLE FMT AVIATION OFFICIAL HAS TOLD THE EMBASSY ON A PERSONAL AND CONFIDENTIAL BASIS THAT THE FRG, RATHER THAN NEGOTIATE CONTROLLER DEMANDS UNDER THE PREVAILING CIRCUMSTANCES WOULD CONSIDER PROCLAMING A STATE OF EMERGENCY UNDER ARTICLE 89 OF THE CHICAGO CONVENTION. IN THE HOPES THAT THIS MOST EXTREME STEP WILL NOT BECOME NECESSARY, ALL OTHER AVENUES OF BRINGING ABOUT AN ACCEPTABLE BASIS FOR NEGOTIATIONS ARE BEING EXPLORED.
8. COMMENT: THE EMBASSY BELIEVES, GIVEN ALL THE CIRCUMSTANCES

AND THE MAGNITUDE OF THE FRG'S PROBLEMS THAT IT WOULD BE BOTH UNAVAILING AND HARMFUL TO OVERALL FRG/ US AVIATION RELATIONS TO PRESS OUR REPRESENTATION NOW BEYOND THE POINT WE HAVE REACHED. WE PROPOSE FOR THE PRESENT TO LIMIT OURSELVES TO A LETTER FROM THE EMBASSY ECON- COMMERCIAL MINISTER TO DIRECTOR GENERAL REHM,

RESTATING IN WRITING THE US OBJECTIONS TO THE DESCRRIMINATORY ASPECTS OF NOTAM MADE ORALLY AT THE FONNOFF AND THE FMT. THE EMBASSY WOULD ALSO KEEP THE SITUATION UNDER REVIEW AND RECOMENDFURHTER REPRESENTATIONS WHEN AND IF WARRANTED BY FUTURE DEVELOPMENTS. ACTION REQUESTED: THE DEPARTMENT'S CONCURRENCE THAT ADDITIONAL, HIGHER LEVEL REPRESENTATIONS BE HELD IN ABEYANCE FOR THE PRESENT.

HILLENBRAND

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